DOCUMENT RESUME

ED 340 446 JC 920 059

TITLE	The Community College Movement and Mission. An Overview of the University of Kentucky Community College System, Part One.
INSTITUTION	Kentucky Univ., Lexington. Community Coll. System.
PUB DATE	89
NOTE	35p.; In its: "Overview of the Community College System," prepared for the Commission to Study the Future of the Community Colleges in Kentucky, p1-32, 1989 (JC 920 058).
PUB TYPE	Reports - General (140) -- Historical Materials (060)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	Administrative Policy; College Administration; *College Role; *Community Colleges; Educational History; *Educational Legislation; *Educational Policy; *Institutional Mission; Mission Statements; Role of Education; Two Year Colleges
IDENTIFIERS	Kentucky; *University of Kentucky Community College System

ABSTRACT

The Commission to Study the Future of Community Colleges in Kentucky was established in 1988 to review the accomplishments of the Kentucky Community College System (KCCS), to assess its current status, and to provide direction for the KCCS towards the year 2000. Developed as part of a collection of articles and reports on the KCCS for use by the Commission in its work, this report examines the national community college movement and mission, the Kentucky community college movement and mission, and the mission and objectives currently stated in the KCCS catalog; lists questions for discussion by the Commission; presents state legislative statutes relating to the KCSS; and includes KCCS policy materials. The opening section on the national community college movement reviews the work of William Rainey Harper to establish the first community college and discusses the work of the Truman and Carnegie Commissions. The second section examines the emergence of the KCCS in 1962, reviews the reasons for it being placed under the control of the state university system, and lists the 14 colleges in the KCCS including the dates they were established. Next, the report reviews the three legislatively mandated functions of the KCCS, which include: providing career-oriented programs, curricula for the first 2 years of a baccalaureate program, and general education opportunities for the public. The remaining sections list nine questions for discussion by the Commission concerning the mission and emphasis of the KCCS; present the revised Kentucky legislative statutes relating to the establishment of the KCCS; and include a KCCS policy statement and policy manual. (PAA)

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THE COMMUNITY COLLEGE MOVEMENT AND MISSION

An Overview of the University of Kentucky Community College System

Part One

Prepared for
The Commission to Study the Future of the
Community Colleges in Kentucky

Compiled by Keith Stephens, Coordinator
Resource Development, Community College System

Edited for the Commission by Patsy Stice
Assistant to the Chancellor, Community College System

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COMMUNITY COLLEGE SYSTEM
UNIVERSITY OF KENTUCKY

"Commission to Study the Future of Community Colleges in Kentucky"

"Toward the Year 2000"

Charge of Duties

Purpose:

In celebration of the 25th Anniversary of the Community College System, a Commission has been established to study the accomplishments of the System, assess its current status, and provide direction looking toward the year 2000. Commission members are involved in shaping the future for the Community Colleges in Kentucky. The Commission established is an official Commission of the University of Kentucky Community College System.

Timeline:

It is anticipated that the Commission will accomplish its work during the 1988-89 academic year. Meeting periods are as listed below:

October 31 - November 1, 1988	October 31 - Marriott, Lexington 6:30 p.m. Reception 7:00 p.m. Dinner 8:00 p.m. Meeting November 1 - Marriott, Lexington 8:30 a.m. - Noon -- Meeting
December 15 - 16, 1988	_____
February/March, 1989	_____
April, 1989	_____

THE COMMUNITY COLLEGE MOVEMENT AND MISSION

Compiled by Keith Stephens, Coordinator
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National Community College Movement and Mission

The emergence of the comprehensive community college movement has been one of the most dynamic occurrences in the history of higher education. In reality, the community college is an American invention which had its beginnings in 1776. Even though they were not thinking of what we now know as comprehensive community colleges, the founding fathers of the United States recognized that an effective and enduring democracy must be comprised of a productive and educated populace. These deep-rooted sentiments were espoused by Thomas Jefferson and embodied in the Declaration of Independence. These sentiments were also professed in later enactments, bills, and Supreme Court decisions. These actions laid the foundation and provided the impetus for the development, acceptance, and expansion of the comprehensive community college.

At the turn of the century a number of prominent university leaders, including William Rainey Harper, President of the University of Chicago, envisioned an idea which would strengthen the prestige of the university as well as make postsecondary educational opportunities available to more people (Thornton, 1966; Stanley, 1974; Stephens, 1979). Under the leadership of President Harper, the first public junior college was founded in 1902 in Joliet, Illinois. Harper's involvement with the development of the junior

college movement was predicated on his interest in relieving the University of the freshman and sophomore years and thus enabling the University to concentrate its efforts on strengthening the upper division programs and graduate school. He envisioned that at the completion of two years at the junior college, the top students would then transfer to the University (Thornton, 1966; Stanley, 1974; Burnett, 1977).

The community college mission evolved in three major stages. During the first stage from 1850 to 1920, acceptance for the idea of the junior college, which would offer the first two years of the baccalaureate, was achieved. The period from 1920 to 1945 marked the development and growth of occupational programs as a part of the college curriculum. The period from 1945 to the present has focused on the development of adult or continuing education programs and community service programs. In the latter period the concept of the truly comprehensive community college emerged (Thornton, 1966).

President Truman's Commission on Higher Education for American Democracy in 1947 recognized and popularized the community college, reaffirmed its significance as a segment of higher education, stressed the open door philosophy of admission and accessibility of higher education for all, and emphasized the importance of its comprehensive mission.

Recommendations made by President Truman's Commission in 1947, President Eisenhower's Committee on Education in 1955, the Carnegie Commission in 1970, social legislation such as the Civil Rights Act of 1964, judicial decisions handed down by the United States Supreme Court, and large amounts of federal funding for students and institutional financial aid keyed the transformation of the community college movement.

The thrust of the recommendations made by the respective commissions, legislative actions, and judicial decisions then and now are all embodied in three of the major recommendations which were set forth by the Truman Commission Report in 1947. These are:

1. Institutions of higher education must provide access to all citizens in order to assist in maintaining and strengthening our democratic society. The mission of education must be one of insuring equal liberty and equal opportunity to differing individuals and groups. Equal educational opportunity for all is not only democracy's obligation but its necessity. We must recognize that education is the foundation of our democratic liberties.

2. In order to provide access to all citizens, institutions of higher education must eliminate economic, religious and racial barriers.

3. In order to expand educational opportunities to all citizens, eliminate economic, religious and racial barriers and offer a broad range of diverse educational programs, community colleges must be developed and expanded (President's Commission on Higher Education, 1947).

It is generally agreed that the description set forth by Ralph Fields (1962) provides one of the best measures to determine whether an institution is a comprehensive community college. According to Fields there are five essential components:

1. The community college must provide a genuine democratic educational program which is geographically and socially accessible, charges no or low tuition and is in theory and practice open to all persons without regard to race, sex, age, religious affiliation or station in life.

2. The community college must provide a comprehensive program in order to meet the needs of such a diverse student body. The college should offer both liberal arts and transfer curricula, wide range of technical and semi-professional programs, developmental programs and adult and continuing education programs. In addition the courses should be offered at times which are convenient to the total student body.

3. The institution should be community centered. The educational programs must be designed to meet the needs of the total community as well as the individual needs of the students. In its education programs the community college will utilize persons and resources

within the community. In turn, the faculty and staff of the community college will serve as resource persons for the community.

4. The educational program must be adaptable and flexible in order to meet the changing needs of the students and community. The community college must continue to assess and evaluate, implement and phase out its programs in view of community needs.

5. The community college must provide the opportunity for lifelong learning for individuals of all ages.

The Carnegie Commission on Higher Education (1970) essentially reaffirmed and restated both the Truman Commission recommendation and the Fields (1962) definition of what the mission, goals, and objectives of a comprehensive community college should include. The report entitled The Open Door Colleges, concluded that states should encourage community colleges to strive to:

1. Adopt open enrollment policies which provide admission to all applicants who are graduates of accredited high schools or who are over 18 years of age and capable of benefiting from continuing education.

2. Preserve and enhance two-year institutions which have a unique and important role to play in higher education rather than attempt to convert to four-year institutions.

3. Develop comprehensive community colleges and provide meaningful options for college-age students and adults in the community including transfer education, general education, remedial courses, occupational programs, continuing education, and cultural programs designed to enrich the community environment.

4. Ensure that associate in arts or applied science degrees be awarded to all students who satisfactorily complete a two-year prescribed curriculum and provide certificates for non-degree credit courses which are confined to short-term courses and to training skilled craftsmen, and remedial work.

5. Facilitate the transfer of students from community colleges to four-year institutions.

6. Expand and enhance occupational or technical education programs in order to be more responsive to changing manpower requirements.

7. Provide all students with adequate guidance and counseling and ensure the involvement of the entire faculty in the guidance of those enrolled in their courses.

8. Ensure that students entering the open door college with inadequate preparation have an opportunity for remedial education that is designed to meet individual needs in order to maximize their opportunity for successful completion of their educational or career goals (Carnegie Commission on Higher Education, 1970, pp. 15-23).

The conclusion reached by a large number of studies show strong evidence that the community college movement, as indicated by its acceptance in terms of growth of the numbers of institutions, funding, facilities, programs, and students, has been an overwhelming success. As indicated in Building Communities, the 1988 report of the Commission on the Future of Community Colleges, American Association of Community and Junior Colleges, today there are 1,224 regionally accredited community, technical, and junior colleges. Over five million students are enrolled in credit courses in these institutions, and another four million students are participating in non-credit adult and continuing education programs.

Community colleges are indeed making it possible for increasing numbers of students to enter college who would not otherwise be able to do so for reasons of academic or economic deficiencies or for lack of family encouragement.

The Kentucky Community College Movement and Mission

The growth and development of community colleges in Kentucky has paralleled the national community college movement in many respects.

The Kentucky Community College System was established in 1962 when the Kentucky General Assembly, through the leadership of Governor Bert T. Combs, enacted the Community College Act of 1962. It was Kentucky's answer to the national movement in the 1960's toward developing comprehensive community colleges. (See pages 14-17 for a copy of the Kentucky Revised Statutes pertaining to the establishment of the Community College System).

The original legislation mandated the formation of a statewide system of community colleges to be administered by the University of Kentucky with the Board of Trustees serving as the policy-making body. The 1962 Act granted the Board of Trustees "the same powers with respect to the community colleges that it has as to the University of Kentucky in general" (KRS 164.595). There were three primary reasons responsible for the Community College System being placed under the control of the University of Kentucky Board of Trustees. The first reason given was the desire to protect the System from undue political interference.

The second major reason was recognition that the University of Kentucky was already operating five extension centers which were to become community colleges. The third reason advanced was that since the University of Kentucky was the state's land grant university, its Board of Trustees had already been given the responsibility for planning, implementing, and operating statewide programs.

In addition to establishing new community colleges at Elizabethtown, Hazard, Hopkinsville, Prestonsburg, and Somerset, the Act also directed the University to convert its existing extension centers located at Ashland, Covington, Henderson, and Cumberland into comprehensive community colleges. The Ashland Extension Center previously was the municipally owned Ashland Junior College which was established under KRS 165.210. (See pages 19-21 for a copy of Statutes, KRS 165.210-KRS 165.260.) In January of 1964, the University of Kentucky Board of Trustees, acting under the authority of the Community College Act of 1962, adopted a community college policy statement (see pages 22-27 for AR II-5.0-1, "Policy Statement on the Community College System"). The Community College System began operation on July 1, 1964.

In committing the state to adopt the comprehensive community college concept, the General Assembly amended the Act in 1966 to more clearly state the threefold mission of the Community College System. The amendment stipulated that each community college should provide:

1. A general two (2) year academic curriculum with credits transferable to two (2) year and four (4) year colleges and universities;

2. Technical and semi-professional programs of two (2) years and less; and

3. Within a two (2) year college curriculum, courses in general education, including adult education, not necessarily intended for transfer nor technically oriented (KRS 164.580).

The mission statement adopted by the Council on Higher Education for the Community College System in April, 1979 reaffirmed the comprehensive role and scope of the community colleges as originally set forth in KRS 164.580 (Kentucky Council on Higher Education, University Mission Statements, 1977, p.18). (Refer to pages 28-30 for a copy of the Kentucky Council on Higher Education mission statement for community colleges).

In 1966, the General Assembly, in House Bill 238, voted to authorize the establishment of new community colleges at Louisville and Maysville, one at Hazard in 1967, and one in Madisonville in 1968. Also, in 1966, the General Assembly (KRS 164.125) (refer to page 13) authorized the University of Kentucky to provide programs of a community college nature in its own community comparable to those listed for the Community College System, as provided by KRS Chapter 164. Through this act, Lexington Technical Institute (now Lexington Community College), which had been in operation since August, 1965, was recognized.

In 1968, the General Assembly enacted legislation authorizing that new community colleges be located at Carrollton and Glasgow (KRS 164.591). A

subsequent study (Smith, 1973) indicated that both the Carrollton and Glasgow areas lacked many of the necessary criteria established by the Council on Higher Education for establishing a community college and funds have not been appropriated for the activation of the proposed colleges at either location.

On July 1, 1968, Paducah Community College, formerly Paducah Junior College, through a merger agreement between the University of Kentucky Board of Trustees and Paducah Junior College Board of Trustees entered the Community College System. Paducah Junior College was originally established in 1932 as a private junior college. It became established as a municipally operated junior college in 1934 under KRS 165.160. (See page 18 for KRS 165.160.)

Even though modest budget appropriations were provided for the operation of a community college at Fort Knox, it was never officially recognized by the General Assembly. It was operated primarily through a contractual arrangement between the University and the Army to offer programs of a community college nature. This contractual agreement continued through the summer of 1972 when Fort Knox Community College was converted to a four-year residence instruction center under the University of Kentucky.

With the transfer of the Northern Community College facilities and programs to Northern Kentucky University (KRS 164.597 and 164.599) (refer to pages 16 and 17) on July 1, 1970, and the change in the summer of 1972 in the status of Fort Knox from a community college operated facility to a four-year residence instruction center, the University of Kentucky Community College System was reduced to thirteen units.

Additions to the System have included the establishment of the Southwest Campus of Jefferson Community College and the Owensboro campus of Henderson Community College. In January, 1986, the General Assembly through House Bill

455 authorized the establishment of a new community college in Owensboro by amending KRS 164.591. In December 1983, the University of Kentucky Board of Trustees changed the status of the Lexington Technical Institute, which offered only technical programs, to that of a comprehensive community college. The change became effective July 1, 1984; and Lexington Technical Institute became Lexington Community College. The fourteen community colleges currently comprising the System and their opening dates of operation are listed below. (The map in the Orientation materials shows the locations of the colleges.)

TABLE 1

COLLEGE	DATE
Ashland Community College	1957
Elizabethtown Community College	1964
Hazard Community College	1968
Henderson Community College	1960
Hopkinsville Community College	1965
Jefferson Community College	1968
Lexington Community College	1965
Madisonville Community College	1968
Maysville Community College	1968
Owensboro Community College	1986
Paducah Community College	1968
Prestonsburg Community College	1964
Somerset Community College	1965
Southeast Community College	1960

Mission and Educational Objectives as Currently Stated in Catalog

The University of Kentucky Community College System is dedicated to the concept that the individual talent and fiber of our citizens constitute the nation's most valuable resource. To ensure utilization of this resource, the Community College System has extended broad educational opportunities to the youth and adults of the Commonwealth of Kentucky.

By action of the General Assembly of Kentucky and the Board of Trustees, the Community College System is charged with three specific functions:

1. To offer career-oriented programs designed to prepare students for immediate technical or semi-professional employment. These programs are usually completed in two years, and are composed of about one-half general education courses and the other half of semi-professional or technical education. The Associate in Applied Science Degree is awarded upon completion of the curriculum.

2. To offer curricula for the first two years of a baccalaureate program. Courses parallel university offerings and are transferable to the Lexington campus of the University of Kentucky or to another four-year institution either public or private. At the conclusion of the prescribed curriculum, the Associate in Arts Degree or Associate in Science Degree may be awarded.

3. To provide general educational opportunities for citizens in their immediate areas. These programs include evening classes, workshops, seminars, short courses, concert series, exhibits, lectures, dramatic presentations and festivals to meet in-service, re-education and cultural needs of the community.

COMMUNITY COLLEGE SYSTEM
UNIVERSITY OF KENTUCKY

"Commission to Study the Future of Community Colleges in Kentucky"

"Toward the Year 2000"

MISSION - For Discussion:

1. Can the present mission of the Community College System serve the needs of the citizens of the Commonwealth as we move toward the year 2000, or should fundamental changes in the mission take place?

2. If changes are needed, what values and criteria should guide the changes?

3. Has the mission of the Community College System been interpreted and communicated effectively to the citizens of the Commonwealth? If not, what strategies can be used to communicate the mission?

4. Should any one of the mission components (transfer program, occupational career programs, continuing education/community service programs) be emphasized more than the other two?

5. Should the "comprehensive mission" be maintained? If yes, what should the priorities be for the next ten years? twenty years?

6. What should the focus be as we move into the 21st century? Should more emphasis be toward traditional college offerings (transfer) or toward technical/occupational education, or toward service to the communities (non-credit)?

7. Will the mission statement as defined allow the Community College System to pursue future thrusts and strategies envisioned by the Commission? What needs to be changed, if anything?

8. Does the University of Kentucky Policy Statement on the Community Colleges System accurately and adequately reflect the comprehensive mission envisioned for community colleges in the state?

9. Does the Council on Higher Education statement on Community Colleges accurately and adequately reflect the comprehensive mission envisioned for community colleges in the state?

Kentucky Revised Statutes

ANNOTATED

OFFICIAL EDITION

Containing Statute Laws of the Commonwealth of a General and Permanent Nature in Effect as of January 1, 1987

Volume 7A

1987 REPLACEMENT

Compiled and Published under the Authority and Supervision of the Legislative Research Commission

THE MICHIE COMPANY
Law Publishers
CHARLOTTESVILLE, VIRGINIA

divisions, departments, bureaus and offices now established and maintained or which in the future may be established by the board of trustees of the university shall constitute the University of Kentucky. The branches of learning required by the act of congress approved July 2, 1862, shall continue to be integral and indispensable courses of instruction at the university. (4527-12, 4527-30.)

Cross-References. Agricultural experiment station, KRS 247.020 to 247.050.

Agricultural seed law, duties of agricultural experiment station as to, KRS 250.090, 250.100, 250.120, 250.140.

Archaeological sites, duties of Department of Anthropology in regard to, KRS 164.705 to 164.735.

Dean of engineering school is member of State Board of Registration for Engineers, KRS 322.230 and of State Board of Examiners and Registration of Architects, KRS 323.150.

Mines and Minerals, State Department of to be located at University and to cooperate with Mining Department of University, KRS 351.080.

Rural electric cooperative corporations to file articles of incorporation with Secretary of State, KRS 279.040.

Cited: Johnson v. Board of Trustees, 83 F. Supp. 707 (E.D. Ky. 1949).

164.122 to 164.124. [Repealed.]

Compiler's Notes. These sections (Acts 1960, ch. 82, §§ 1, 2) were repealed by Acts 1962, ch. 72, § 7.

164.125. University programs, requirements. — (1) The University of Kentucky shall provide:

(a) Upon approval of the council on higher education, associate and baccalaureate programs of instruction;

(b) Upon approval of the council on higher education, master degree programs, specialist degree programs above the masters-degree level, and joint doctoral programs in cooperation with other state-supported institutions of higher education in the state;

(c) Upon approval of the council on higher education, doctoral and post-doctoral programs and professional instruction including law, medicine, dentistry, education, architecture, engineering and social professions.

(2) The University of Kentucky shall be the principal state institution for the conduct of statewide research and statewide service programs and shall be the only institution authorized to expend state general fund appropriations on research and service programs of a statewide nature financed principally by state funds. As applied in this section, research and service programs of a statewide nature shall be programs requiring the establishment and operation of facilities or centers outside of the primary service area of the institution.

(3) The University of Kentucky is authorized to provide programs of a community college nature in its own community comparable to those listed for the community college system, as provided by KRS Chapter 164. (Enact. Acts 1966, ch. 6, § 3; 1972, ch. 39, § 3; 1978, ch. 155, § 108, effective June 17, 1978.)

Kentucky charged with the responsibility and vested with all necessary authority, subject to the conditions and restrictions set out in subsection (2) of this section, to carry out the obligations, participate in the planning and negotiations, and administer the rights, benefits and privileges, devolving upon the Commonwealth of Kentucky and its citizens pursuant to the regional compact referred to in KRS 164.530, and to do all such other acts and things as may be necessary or desirable to implement the provisions of said regional compact efficiently and impartially for the benefit of all citizens of the Commonwealth.

(2) In its participation in the regional compact, or in any other regional plan having a similar purpose, the Commonwealth of Kentucky shall not erect, acquire, develop or maintain in any manner any educational institution within its borders to which negroes will not be admitted on an equal basis with other races, nor shall any negro citizen of Kentucky be forced to attend any segregated regional institution to obtain instruction in a particular course of study if there is in operation within the Commonwealth at the time an institution that offers the same course of study to students of other races. (Enact. Acts 1950, ch. 255, §§ 2, 3; 1956 (1st Ex. Sess.), ch. 7, Art. XIV, § 3; 1978, ch. 155, § 104, effective June 17, 1978.)

Kentucky Law Journal. Ferguson, Interstate Agreements, 39 Ky. L.J. 31 (1950).

164.550 to 164.565. [Repealed.]

Compiler's Notes. These sections (Acts 1954, ch. 96, §§ 1-5) were repealed by Acts 1956 (1st Ex. Sess.), ch. 7, Art. XIV, § 5.

164.570. Commission on study of need for additional colleges. [Repealed.]

Compiler's Notes. This section (Acts 1960, ch. 82, § 3) was repealed by Acts 1962, ch. 72, § 7.

Community Colleges

164.575. Definition for KRS 164.575 to 164.600. — As used in KRS 164.575 to 164.600, unless the context requires otherwise, "board" means the board of trustees of the University of Kentucky. (Enact. Acts 1962, ch. 72, § 1.)

164.580. University of Kentucky community college system — Curricula. — The University of Kentucky community college system is established. Each community college shall provide:

(1) A general two (2) year academic curriculum with credits transferable to two (2) year and four (4) year colleges and universities;

(2) Technical and semiprofessional programs of two (2) years or less; and

(3) Within a two (2) year college curriculum, courses in general education, including adult education, not necessarily intended for transfer nor technically oriented. (Enact. Acts 1962, ch. 72, § 2; 1966, ch. 6, § 6.)

Collateral References. 14 C.J.S., Colleges and Scholarships, § 24.

164.582. Definition for KRS 164.583. — As used in KRS 164.583, unless the context otherwise requires: "Lower division academic course" means any academic course offered for college or university credit which is designated as a freshman or sophomore level academic course by the boards of trustees of the four (4) year state colleges and universities and the council on higher education. (Enact. Acts 1976, ch. 50, § 1; 1978, ch. 155, § 104, effective June 17, 1978.)

164.583. Lower division academic courses — Transfer of credits. — (1) Each community college of the University of Kentucky community college system may offer, within the two (2) year academic curriculum of the college, any and all lower division academic courses offered for undergraduate credit at any and all of the four (4) year state supported colleges and universities.

(2) All lower division academic courses offered by the community colleges shall be transferable for academic credit to any and all four (4) year state supported colleges and universities, regardless of the number of academic credits earned by any student at one or more community college.

(3) Nothing herein shall be construed or interpreted to change, reduce, or otherwise affect the required distribution between lower division and upper division courses now required for matriculation in an undergraduate program at any institution of higher education. (Enact. Acts 1976, ch. 50, § 2.)

164.585 to 164.590. [Repealed.]

Compiler's Notes. These sections (Acts 1962, ch. 72, §§ 3, 4) were repealed by Acts 1966, ch. 6, § 8.

164.591. Location of community colleges. — A community college shall be maintained in each of the following locations: Ashland, Carrollton, Cumberland, Elizabethtown, Glasgow, Henderson, Hopkinsville, Madisonville, Owensboro, Prestonsburg, Somerset, Blackey-Hazard, Jefferson County and Mason County. (Enact. Acts 1966, ch. 6, § 7; 1968, ch. 17, § 1; 1968, ch. 84, § 1; 1970, ch. 3, § 1; 1986, ch. 41, § 1, effective July 15, 1986.)

Collateral References. 14 C.J.S., Colleges and Universities, § 3.

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164.593. Paducah College may be included in system pursuant to agreement. — (1) The board of trustees of the University of Kentucky, (herein called board) may include Paducah Junior College in the system provided for by KRS 164.580 upon the concurrence of the board and the board of trustees of Paducah Junior College. Following the concurrence of the two (2) boards an agreement shall be executed between the board and the board of trustees providing for the conversion of the existing facilities of Paducah Junior College and containing other provisions the parties deem appropriate and desirable.

(2) The agreement required by subsection (1) may provide for the transfer to the board of any funds accruing to Paducah Junior College as the result of any contract or agreement with any agency or instrumentality of the United States or the Commonwealth of Kentucky including any funds accruing pursuant to KRS 164.027.

(3) Upon the execution of the agreement required by subsection (1), any taxes levied under KRS 165.170 or 165.175 and paid to the trustees shall continue to be received by the board of trustees of Paducah Junior College. However, the trustees may in the agreement, provide for the expenditure of the taxes levied for such purposes as the trustees and the board may mutually agree. (Enact. Acts 1966, ch. 189.)

164.595. Powers of board. — (1) The board has the same powers with respect to the community colleges that it has as to the University of Kentucky in general. The board shall designate each community college with a name that includes the words "Community College."

(2) The board shall encourage and may accept donations of land or funds or both to be used in the acquisition, construction or operation of community colleges. The board may commemorate donations from private persons or corporations with suitable memorials.

(3) The board may accept federal grants to be used in the acquisition, construction, or operation of community colleges. (Enact. Acts 1962, ch. 72, § 5.)

Collateral References. 14 C.J.S., Colleges and Universities, § 18.

164.597. Northern Community College to be operated by Northern Kentucky University — Programs. — Upon prior concurrence of the board of trustees of the University of Kentucky and the board of regents of the Northern Kentucky University, the Northern Community College at Covington shall be operated by the board of regents of the Northern Kentucky University and shall no longer be considered part of the University of Kentucky community college system. The board of regents of the Northern Kentucky University shall provide programs of a community college nature at Northern Community College at Covington comparable to those listed for the University of Kentucky community college system, as provided in this chapter. (Enact. Acts 1970, ch. 3, § 2; 1976, ch. 8, § 5.)

164.599. Property and equipment of Northern Community College transferred to Northern Kentucky University — Accrued funds from government agencies. — All property of the Northern Community College of Covington and all property and educational equipment of the University of Kentucky designated for use by the Northern Community College at Covington shall become the property of the Northern Kentucky University. Any funds accruing to the Northern Community College at Covington not previously expended while operated by the University of Kentucky as the result of any contract or agreement with any agency or instrumentality of the United States government, the Commonwealth of Kentucky or local units of government shall be transferred to the Northern Kentucky University. (Enact. Acts 1970, ch. 3, § 3; 1976, ch. 8, § 6.)

Opinions of Attorney General. Under this section all real and personal property on inventory on June 18, 1970 for the 1969-70 school year use of Covington Community College, or subject thereto, became the property of Northern Kentucky State College. OAG 70-364.

164.600. Advisory board — Membership — Expenses. — (1) There shall be a local advisory board for each community college, except as provided in KRS 165.160. Each local advisory board shall serve in an advisory capacity to the board and the head of the community college on the operation of the community college.

(2) Each local advisory board shall consist of nine (9) members, seven (7) of whom shall be appointed by the governor. The other two (2) local advisory board members shall be one (1) nonvoting member of the teaching faculty and one (1) nonvoting member of the student body. An appointed member's term is four (4) years; however, when appointing the initial members of the local advisory boards, the governor may appoint some members for terms of less than four (4) years.

(3) The faculty member shall be on the teaching or research faculty of the community college. He shall be elected by secret ballot of all full time faculty members of the community college. Faculty members shall serve for terms of three (3) years and until their successors are elected and qualified. Faculty members shall be eligible for reelection, but they shall be ineligible to continue to serve as members of the local advisory boards if they cease to be members of the teaching staff of the community college. Elections to fill vacancies shall be for the unexpired term in the same manner as provided for original election.

(4) The student member shall be the president of the student body of the community college. If the president of the student body is not a full time student who maintains permanent residency in the Commonwealth of Kentucky, a special election shall be held to select a full time student who does maintain permanent residency in this Commonwealth as the student member.

(5) Local advisory board members shall receive no compensation for their services, but shall be paid for their actual and necessary expenses. (Enact. Acts 1962, ch. 72, § 6; 1970, ch. 140, § 1; 1976, ch. 98, § 1.)

165.150. Law school buildings for municipal university — Erection of. — (1) Any city of the first class may, if the necessary ground is conveyed to the city without cost and free of all liens and encumbrances, erect law school buildings, with necessary appurtenances, for the purpose of supplying the municipal university of the city with adequate buildings necessary to carry out its powers and duties. The city shall proceed under the provisions of KRS 162.160 to 162.280. When so applied, KRS 162.160 to 162.280 shall be so read that:

(a) "School building" means "law school building."

(b) "Board of education of the school district" means "board of trustees of the municipal university."

(c) "KRS 162.150 to 162.280" means "KRS 165.150."

(d) "from the public works administration or other agency of the federal government," in KRS 162.170, is replaced by "secured by a lien on the revenues derived from the building."

(e) "thirty (30) years," in KRS 162.180, means "fifty (50) years."

(f) "KRS 162.150," in KRS 162.160 and 162.170, means "KRS 165.150."

(g) "and to the superintendent of public instruction," in KRS 162.160, is omitted.

(h) The period of the lease contemplated by KRS 162.160 shall not exceed a maximum of fifty (50) years, and the insurance required in the lease shall at least equal the value of the improvements.

(2) This section creates an additional and alternate method for the erecting of law school buildings for municipal universities in cities of the first class, and does not affect any other statute. No proceedings shall be required for the erection of any law school building under this section or the issuance of bonds therefor except those prescribed by this section. (2948c-1 to 2948c-16.)

Kentucky Law Journal. Morrow, County Debt Difficulties in Kentucky, 31 Ky. L.J. 242 (1943).

165.160. Municipal colleges in cities of second class — Establishment — Board of trustees — Advisory board prohibited. — (1) Cities of the second class may establish or acquire by lawful conveyance municipal colleges for the purpose of promoting public education. A college in a city of the second class shall not constitute a municipal college or receive support as provided in KRS 165.170 to 165.190 unless it is controlled by a board of trustees appointed by the mayor and legislative body of the city, and unless its principal work is the maintenance of courses affording instruction in such arts, sciences and professions and conferring such certificates of attainment as are authorized by other similar institutions of learning above the high school grade. No advisory board shall be appointed for any college established pursuant to the provisions of this section, and the board of trustees of the college shall perform the functions of an advisory board in addition to its other functions.

Cross-References. Eminent Domain Act of Kentucky, KRS 416.540 to 416.680.
Collateral References. 15A Am. Jur. 2d, Colleges and Universities, § 33.
14 C.J.S., Colleges and Universities, § 11.

165.200. Financial and other reports concerning college. — An annual report and audit of receipts and disbursements of funds received by a municipal college under KRS 165.160 to 165.190 shall be made in addition to such other reports on the condition of the college as are required by its charter or by the governing body of the city. (3219-7.)

Cross-References. Educational institutions supported by taxation to report to State Board of Education, KRS 157.060.

165.210. Municipal junior colleges in cities of second class — Establishment and control of. — Boards of education of cities of the second class may establish or acquire by lawful conveyance municipal junior colleges for the purpose of promoting public education. A college in a city of the second class shall not constitute a municipal junior college or receive support as provided in KRS 165.220 to 165.240 unless it is controlled by the board of education of the city as a part of the public school system, and unless its principal work is the maintenance of courses affording instruction in such arts, sciences and professions and conferring such certificates of attainment as are authorized by other similar institutions of learning above high school grade. (3219-8, 3219-9, 3219-12.)

Collateral References. 15A Am. Jur. 2d, Colleges and Universities, § 3.
14 C.J.S., Colleges and Universities, § 4.

165.220. Tax levy for junior college. — The board of education of any city of the second class may request and the legislative body of the city shall then, after an election as required by section 184 of the Constitution, annually cause to be levied and collected, for the support of a municipal junior college, a tax of not less than five (5) nor more than seven cents (7¢) on each one hundred dollars ($100) worth of property subject to taxation for city purposes. The levy of such taxes shall be made at the same time and in the same manner as other levies for public school purposes. The amount levied shall be placed to the credit of the board of education fund upon completion of the assessment of property for taxation, and paid as collected, subject to the discounts or penalties allowed on other city taxes, by the treasurer of the city to the treasurer of the board of education for the purpose of establishing, acquiring and operating the college. The taxes authorized by this section shall be construed to be school taxes and shall be in addition to all other taxes authorized by law to be used for municipal or school purposes. (3219-8, 3219-10.)

Opinions of Attorney General. The governing body of a city of the second class has authority by ordinance to present the question to its citizens concerning whether they wish to have a seven cents special tax levy to support a community college continued or repealed. OAG 79-503.

NOTES TO DECISIONS

ANALYSIS

1. Call of election.
2. Municipal or school purposes.
3. Acquisition of land.

1. Call of Election.

Under its general grant of powers council of a city of the second class may call an election to determine whether or not the tax proposed shall be levied. Pollitt v. Lewis, 269 Ky. 680, 108 S.W.2d 671 (1937).

2. Municipal or School Purposes.

This tax is not one for municipal purposes. Pollitt v. Lewis, 269 Ky. 680, 108 S.W.2d 671 (1937).

3. Acquisition of Land.

Where school district entered into contract with University of Kentucky to conduct a junior college and pursuant to such agreement created a nonprofit corporation to acquire additional property and conveyed to corporation land on which the junior college was already being operated, the continuation of a seven cents tax imposed for the operation of the junior college was not illegal notwithstanding the proceeds thereof were to be used for the retirement of bonds issued for the acquisition of the property of the nonprofit corporation. Montague v. Board of Educ., 402 S.W.2d 94 (Ky. Ct. App. 1966).

165.230. Tuition charged by junior college. — The board of education of any city of the second class that establishes or acquires a municipal junior college pursuant to KRS 165.210 may, for the purpose of supplementing the tax provided in KRS 165.220, charge each pupil attending the college an annual tuition fee of not more than two hundred dollars ($200). The tuition fee shall be collected by the treasurer of the board of education and placed to the credit of the board of education college fund, and shall be used for maintaining and operating the college. (3219-11: amend. Acts 1948, ch. 31.)

Collateral References. 15A Am. Jur. 2d, Colleges and Universities, § 19.
14 C.J.S., Colleges and Universities, § 27.

165.240. Appropriation of land for junior college. — The board of education of any city of the second class may set apart or appropriate any site or school building, or part of a school building and grounds, not needed for general school purposes, for the use of a municipal junior college. (3219-13.)

Collateral References. 15A Am. Jur. 2d, Colleges and Universities, § 33.
14 C.J.S., Colleges and Universities, § 11.

165.250. Financial report of junior college. — An annual report and an audit of receipts and disbursements of the junior college fund shall be made by the board of education of the city. (3219-14.)

Cross-References. Educational institutions supported by taxation to report to State Board of Education, KRS 157.060.

165.260. Existing junior colleges not affected. — KRS 165.210 to 165.250 do not affect cities that had established and were operating, on January 27, 1937, municipal junior colleges other than by boards of education. (3219-15.)

165.270. City of first class may provide for training teachers. — In an independent school district embracing a city of the first class the board of education may make provision for the training of teachers in the district. (4399-20.)

165.280. Board of education in county containing city of fourth class may establish junior college — Tax for support — Election on question of establishment. — Boards of education of school districts in counties containing a city of the fourth class, whether the boundary lines of the district are contiguous with that of the city or not, are hereby authorized to establish or to acquire by purchase, gift or lease, or by lawful conveyance, junior colleges for the purpose of promoting public education as defined in KRS 165.280 to 165.310. For the support and maintenance thereof the board of education of such district may levy an ad valorem tax not to exceed fifty cents (50¢) on each one hundred dollars ($100) worth of taxable property within the said district, such levy to be made at the same time that the levy is made for general school purposes. This tax shall be levied annually and collected by the regular tax collector for said district as other school moneys and turned over to the treasurer of said district. Before such a junior college shall be established, the question shall be submitted to the qualified voters of the district at any general election and shall be deemed authorized when a majority of the voters in said election voting upon said proposition are in favor thereof. (Enact. Acts 1946, ch. 164, § 1.)

Collateral References. 15A Am. Jur. 2d, Colleges and Universities, § 1. 14 C.J.S., Colleges and Universities, §§ 4, 11.

165.290. What constitutes junior college — Course of instruction. — (1) A junior college within the meaning of KRS 165.280 to 165.310 is a college established or supported in whole or in part by funds raised by taxation and controlled and administered by the board of education of such district as a part of the public schools, and affording instruction in arts, and sciences, preprofessional and vocations, and conferring such certificates of attainment as may be authorized by other like or similar institutions of learning above high school grade or standing.

(2) A junior college shall be entitled to support under KRS 165.280 to 165.310 only when its principal work is the maintenance of courses of instruction in advance of the instruction maintained in high schools under the control of the board of education. (Enact. Acts 1946, ch. 164, §§ 2, 4.)

POLICY STATEMENT ON THE COMMUNITY COLLEGE SYSTEM
(APPROVED BY THE BOARD OF TRUSTEES)

Kentucky's public higher education administered by the University of Kentucky will consist of two systems under a President and a Board of Trustees—(1) the University System and (2) the Community College System. The Community College System shall be headed by a Chancellor for the Community College System who shall be directly responsible to the President and shall serve as the chief executive officer concerned primarily with the operation and programs of the Community College System.

The separateness of these two systems is distinguished by their respective roles. The inter-relatedness is distinguished by the shared top administrative authority which coordinates available resources for optimum use without duplication. Each system shall bear primary responsibility and accountability for its administration, policy, personnel, programs, and finances to the President and the Board of Trustees and not to subordinate administrative units of the other, unless specifically directed by the President.

The paternal role of the University of Kentucky in the development of the Community College System has been vital and effective in the genesis of a new educational concept in Kentucky. The present policy is a reflection of the philosophy that the Community College System is, in development, function, and enrollment, a valid component and not an addendum of the University's total effort to serve the higher educational needs of the citizens of Kentucky.

Cooperation rather than authority is deemed necessary to provide the flexibility and responsiveness essential for a viable and evolving comprehensive Community College System under the University umbrella. The relationships between the two systems shall be that of mutual liaison and interchange with common supportive services available to both. The community colleges, as they strive to fulfill their statutory functions, are to be administratively free to meet changing challenges with an internally determined and responsive flexibility.

I. Role of the Community College System

The community colleges have roles aligned both with the task of higher education in the Commonwealth and with the educational and cultural contributions to be made to the citizens of the communities in which they are located. Following are the tasks of the community colleges:

A. To provide two years of lower division programs applicable to a baccalaureate degree. These programs are designed to enable the student to transfer to four-year institutions in the Commonwealth and elsewhere for upper division work.

B. To provide two-year non-baccalaureate programs leading to the granting of associate degrees or appropriate certificates in occupational areas.

C. To provide programs of adult education and service oriented to community interests, both occupational and cultural.

II. Administrative Structure of the University of Kentucky

The University of Kentucky consists of two systems under a President and Board of Trustees. The first of these, the University System, is composed of the University of Kentucky at Lexington and its state-wide research and service elements. The administrative structure in this system is not changed by the organization of the Community College System.

The Community College System consists of the thirteen community colleges now in operation and all other community colleges that may be added to the system in the future. A Chancellor for the Community College System heads the Community College System reporting to the President of the University and the Board of Trustees. Each of the community colleges is headed by a chief administrative officer, reporting to the Chancellor for the Community College System. Each of the community colleges has a nine-member local Advisory Board which provides advice to the chief administrative officer of the community college, the Chancellor for the Community College System, the President, and the Board of Trustees of the University of Kentucky. The counsel of the local Advisory Boards is sought primarily on matters of the two-year occupational programs and local community educational needs. The faculty of each community college is administratively responsible to the chief administrative officer of the respective community college. Community college faculty maintain informal academic liaison with faculty in the parallel subject matter areas at the University of Kentucky at Lexington.

III. Faculty of the Community College System

The responsibilities of the faculty in the Community College System differ somewhat from those in the University System. Teaching and community service functions are paramount in the community colleges. Standards of competence and performance for the functions to be performed are equally as high in the Community College System as in the University System. Faculty at the community colleges are expected to remain up-dated professionally for their teaching and service tasks.

IV. Admission Requirements of the Community College System

Admission to the community colleges and to the University of Kentucky at Lexington is and should be separate. The Community College System has the responsibility to set up and administer its own admission requirements, subject to the approval of the President and the Board of Trustees of the University of Kentucky. Its admission requirements must be such as to allow the flexibility needed to serve the wide range of students in transfer, occupational, and continuing education programs. Courses offered both in the University System and in the Community College System shall carry the same identification and description. Grades, credits, quality points, and academic status from courses taken in the Community College System shall be

transferred when the community college student enrolls in the University System. The applicability of any courses offered in the Community College System which are not offered in the University System towards satisfying the requirements for a University degree shall be determined by the dean of the college in which the student enrolls, which is the same basis used to determine the applicability of courses from any other institution. Steps are taken to assure that students enrolling in lower division degree work at the community colleges with declared plans for later transfer to curricula at the University will receive the benefit of information from the University in those areas in planning their lower division work at the community colleges. The community colleges also will see that those students who intend to transfer to another college or university receive the benefit of counsel in planning their lower division work at the community colleges.

V. Facilities at the Community Colleges

The facilities needed for the community colleges are in substantial contrast to those needed by the University at Lexington. Students commute, thus eliminating the need for dormitory facilities. Technical facilities and equipment should be provided at the community colleges commensurate with the requirements for the programs offered in occupational areas, such as nursing or engineering technology. Laboratory facilities at the community colleges are limited to those laboratories necessary for undergraduate teaching. Library facilities also are designed to support the lower division teaching effort.

VI. Students in the Community College System

The community colleges attract students with a wide range of background and abilities. The markedly lower cost to the student and the student's family makes it possible for many more of the Commonwealth's citizens to participate in higher education.

Many students coming to the community colleges have not identified their educational and career goals. Others have financial, academic, and personal problems that need to be resolved. The community colleges are attempting to meet the needs of this heterogenous student body by giving particular attention to guidance and counseling programs.

Some students enrolling in the community colleges need additional assistance in the basic skills required to be successful in either baccalaureate or occupational programs. The community colleges are unique in higher education in their acceptance of this role in providing developmental work for those students who need it.

Many high school graduates in the state have needs for education oriented to the development of technical abilities usable in the communities in which they live. The expectation is that these needs can be partially met by enrollment in the occupational, collegiate-based curricula of the community colleges.

A significant portion of the enrollment in the community colleges comes from both part-time and full-time students drawn from the adult population of the

communities, satisfying needs and interests in cultural improvement as well as the development of technical capabilities.

The enrollment of substantial numbers of students in the community colleges for lower division programs in baccalaureate degree work is a promising development. Common lower division requirements, offered both in the University System and in the Community College System for a large number of University degree programs, make a broader range of upper division programs of the University of Kentucky open to transfers from lower division programs in the community colleges without loss of credit or time in meeting requirements for a baccalaureate degree.

The students served by the community colleges have wide-ranging needs. These colleges are developing transfer, occupational, and community service programs that are making it possible for their students to meet those needs.

VII. A Policy for Expansion

Frequently the question of adding new locations to the present system of community colleges arises. Future expansion of the present Community College System must be well planned, orderly, and deliberate if the Community College System is to obtain its maximum effectiveness. No expansion should be attempted until provision is made to adequately support existing community colleges and to provide the necessary budgetary support to begin an institution. Any such decision should be rendered only after the Community College System studies the situation in question and has recommended this action. It is now obvious that the improved, and improving, highways make it possible for students to commute greater distances and thus a more systematic plan for expansion will better employ the Commonwealth's financial resources and better serve prospective students.

The development of a master plan for future growth, including detailed criteria, should occur prior to the establishment of any additional community colleges.

Additional community colleges should be established only when:

A. A thorough feasibility study has been made of the community's higher educational needs and the existing capacity it has to meet those needs. A minimum student enrollment of 350 at the opening of the college and a potential of 500 by the end of a five-year period is a desirable standard. The secondary schools in the area to be served by the proposed institution should have at least 1,000 students graduating annually. The immediate surrounding community must be large enough to provide a strong nucleus of the total enrollment, support for scholarships, and employment for graduates, particularly in the two-year occupational programs.

B. Adequate financial support has been assured. A study of the feasibility of establishing a community college should include an evaluation of the prospects of the basic economy of the area and its future development. Even though the location of a community college may enhance the economic growth of an area, it is necessary that the potential for growth and development must be present. It should be noted, however, that

community college education may be most urgently needed in communities that have a declining economy, and this opportunity should not be denied to those who need it most.

C. The community itself demonstrates a desire for the rather unique functions and programs of a comprehensive community college. Contributions and commitments (such as providing land, faculty housing, etc.) that demonstrate support for the college should be considered. The degree of support already provided for other educational and cultural institutions provides significant evidence in this regard since it is an indication of the continuing local interest that is an essential factor in the long-range development and operation of a community college.

D. There is a demonstrated need for higher education. Careful consideration must be given to educational opportunities available at other higher educational institutions (both two-year and four-year) in the area. Relationships with other institutions of higher education represent an important matter for policy consideration.

E. The college is in easy commuting distance for those whom it is intended to serve. Experience indicates that about 25 to 30 miles represents a realistic limit of the primary commuting area for a college. The boundaries of a commuting area are usually defined in terms of a maximum one-way travel time of forty-five minutes.

F. Adequate building(s), parking, and ultimate growth space has been provided. The minimum size for a non-metropolitan site should be usable acreage of not less than 100 to insure adequate potential for growth and ready, safe accessibility to site from existing highways.

Prior to opening a new community college to student enrollment, the "key" staff members (administrators and faculty) should be employed with an adequate period of time to study the educational needs of the people of the area in order to plan an educational program to meet these needs. The chief administrative officer should be on the scene at least a year prior to initial student enrollment.

VIII. Community College Rationale

The University of Kentucky Community College System represents a strong effort to meet public higher educational needs in the Commonwealth. The basic philosophical assumptions upon which such a system rests are:

A. The community college is unsurpassed in effectiveness and economy as a means of extending educational opportunity beyond high school.

B. Perhaps the most sacred tenet of American educational philosophy is that each individual should be provided with the opportunity for an education to the limit of the individual's capacity. The community college is a valuable instrument by which this end can be realized. Many students academically able and anxious to graduate from college cannot afford four years of living away from home while attending college.

C. The community college must be comprehensive in nature—designed for a variety of functions. This includes far more than the freshman-sophomore transfer programs.

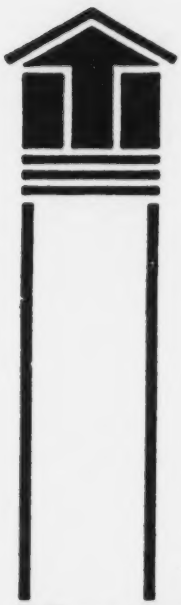
D. The community college, in the true sense of the term, must be responsive to the local needs and special conditions.

E. The community college is a functioning part of a coordinated state plan or pattern for higher education.

F. A local Advisory Board for each community college helps reflect the area's needs and opinions.

Large numbers of publicly supported community colleges have been established in the past few years. Kentucky's pattern of development of community colleges has been somewhat unique. In most other states, the community colleges have not been so closely tied to a state university. The development of the University of Kentucky's community colleges has been a slow but rewarding process.

With the changes which have been made legislatively in the University of Kentucky's community colleges and their expansion to meet the needs of the Commonwealth, it appears appropriate to reaffirm and revise a Policy Statement made jointly by the President and the Board of Trustees which spells out the administrative structure which effectively integrates these units into a system and at the same time defines their roles in relation to the remainder of the University.



KENTUCKY
COUNCIL ON HIGHER EDUCATION
POLICY MANUAL

Adopted January 19, 1977
(Community College Missions
were Adopted April, 1979)
Revised January 13, 1983

UNIVERSITY ROLE & MISSION

TYPE I

Community Colleges*

The University of Kentucky Community College System, consisting of fourteen community colleges, shall provide traditional community college education to Kentucky students. The programming of the individual segments of the community college system should be developed in accordance with the availability of resources and with particular emphasis on the needs of the immediate community. It is expected that programming will vary from institution to institution as each community college responds to its situation. Thus, some community colleges will be comprehensive in nature while others will be more limited in scope.

In general, the community colleges shall offer a mix of programs designed to serve the general education, occupational, and continuing education needs of the immediate community with certain restrictions. Neither the community colleges nor community college components within four-year universities should offer certificate programs of less than the associate degree level unless such programs are an integral part of associate and baccalaureate programs. Associate degree programs which

*Mission statements for the community colleges were adopted in April, 1979.

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are high cost and designed to meet specific but limited manpower needs of the Commonwealth should be designed to rotate among the community colleges in the system as the need for and interest in the program increases/declines in a particular community. Unique technical programs which are underenrolled should be made available to interested students regardless of the institution in which they are enrolled while certain highly technical discipline-specific continuing education offerings might be inappropriate undertakings for community colleges.

Community colleges shall provide student services such as career counseling, academic advising, and developmental studies in order to insure that students have an opportunity to achieve their needs, abilities, and aspirations.

Where community colleges are located proximate to other higher education and/or postsecondary institutions, they should foster close working relationships and develop articulation agreements with those institutions. Community colleges are encouraged to develop, where practical, joint programs with vocational schools which promote the sharing of existing facilities and capabilities while upgrading the level of instruction.

TYPE II

Kentucky State University*

Kentucky State University shall serve as a residential institution with a range of traditional collegiate programs appropriate to its role as

*KSU's mission statement was revised in January, 1983.

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